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ABSTRACT

This document contains Part II of a transcript of a broadcast from "Options in Education", an electronic weekly magazine covering news, features, policy and people in the field of education. Compensatory Education is the topic that is discussed by government personnel, professionals, and parents. (Author/AM)

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INSTITUTE FOR EDUCATIONAL LEADERSHIP
THE GEORGE WASHINGTON UNIVERSITY

COMPENSATORY EDUCATION

PART II

PROGRAM #57 DECEMBER 13, 1976

National Public Radio

Options in Education

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OPTIONS IN EDUCATION is an electronic weekly magazine devoted to coverage of news, features, policy & people in the field of education. The program is available for broadcast to the 185 member stations of National Public Radio.

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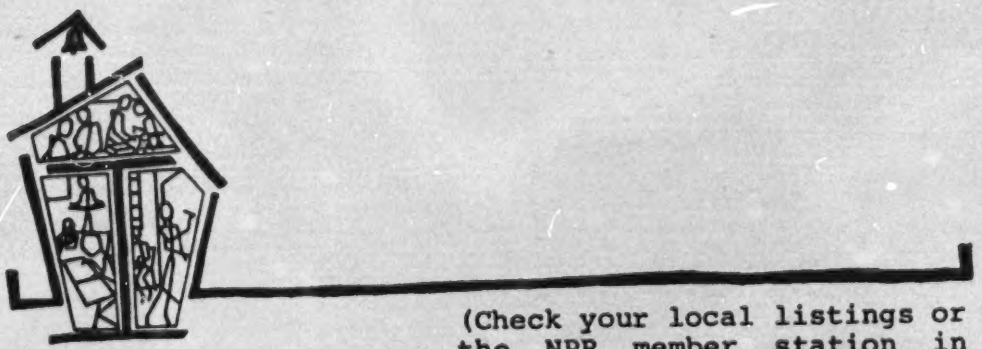

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COMPENSATORY EDUCATION

PART 2

(OPENING THEME)

STEVIE WONDER: "We pledge allegiance
All our lives
To the magic colors
Red -- blue and white ...

But we all must be given
The liberty that we defend
For with justice not for all men
History will repeat again ...

It's time we learned
This World Was Made For All Men ..."

("Black Man", sung by Stevie Wonder
ALBUM: SONGS FROM THE KEY OF LIFE)

MERROW: I'm John Merrow.

BLAIR: I'm Wendy Blair. And that Stevie Wonder song declares that "the world was meant for all of us", and in America, the schools are meant for all children.

MERROW: But, we've learned that all children don't start school with the same skills and advantages, so we "compensate" for disadvantaged backgrounds with special programs called "Compensatory Education".

1st CHILD: "I want to be a teacher when I grow up!"

MERROW: "When I grow up, I want to be an ice-cream maker."

2nd CHILD: "You don't give me one free ice-cream!"

3rd CHILD: "I hate school -- I just hate school!"

4th CHILD: "I hate school, too, but it's good to go."

5th CHILD: "I hate to get up in the morning."

6th CHILD: "My name is Betty Alice Norton, and I'd like to be a teacher, or a window cleaner."

7th CHILD: "My name is Cornell Kyle, and I want to be a policeman."

8th CHILD: "My name is Keven Smith. I like spelling and reading and math -- and I'm in the fifth."

9th CHILD: "I know why Nettie, you don't like the words -- because she don't know how to read good!"

10th CHILD: "My name is Howard, and I wanna work at the hotel."

MERROW: "At this hotel?"

10th CHILD: "No, on St. Charles Street."

MERROW: "Everybody wants you to say why you like school."

TEACHER: "I've been around a lot of people all my life, and I love life, and I love the children -- and I hope they love me."

ALL: "Yea!"

BLAIR: John spoke to those students and their teacher in a compensatory education program in New Orleans recently. Comp-ed is historically rooted in the "Great Society" dream of the 1960's -- when Congress hoped that if the federal government provided extra money for the education of disadvantaged children, they could catch up in school, and not wind up in poverty later in life.

MERROW: The first and largest compensatory education program is Title One of the Elementary and Secondary Education Act, passed in 1965. Now, 11 years and $17 billion dollars later, people want to know if comp-ed is working.

BLAIR: And that depends on whom you ask.

TIMPANE: "Do these well-implemented programs ... do they actually work? The answer is 'somewhat'."

QUIE: "I think the first 5 years were kind of a dismal failure ..."

ANRIG: "You've got to remember that what happens will differ from school district to school district, and from year to year ..."

BECK: "If you were a parent, you would want to know how your child was doing -- not how Title One was doing!"

MERROW: "It sounds like you're sort of backing and filling. I'm trying to get at 'Is it worth it?' -- and you're saying, 'Well, on the one hand -- this; and on the other hand, that.' ... Is it possible just to give a 'yes' or 'no' answer?"

HODGKINSON: "Absolutely not."

MACHLER: "That doesn't mean that I wouldn't do what I could in education, but I wouldn't put all my hopes there."

MERROW: Those are some of the people you'll be meeting later in the program. It's hard to evaluate the educational programs paid for by Title One funds. The reason is simple -- no 2 programs are exactly alike.

BLAIR: That's right. Title One programs range from breakfast and lunch programs, and eyeglasses for poor children, to math and reading clinics for students behind in their studies.

MERROW: But the question of effectiveness has to be faced if Congress wants to continue spending tax dollars on compensatory education.

BLAIR: Let's start with children like the ones you talked to, John, in New Orleans. How are they doing?

MERROW: Well, according to New York educational psychologist Bernard Mackler -- they may be doing pretty well.

BERNARD MACKLER

MACKLER: Kids who were doing well in school said, "I'm gonna become a pediatrician. I'm gonna become a teacher. I'm gonna become a nurse. I'm gonna become a general practitioner." Kids from the same neighborhood, when asked these questions, and they said, "I hope I don't get into trouble. I hope I don't land up in jail. I hope I don't get beaten up by my father when I come back with a poor report card." And they also had jobs that were more in fantasyland than in reality. "I hope I become President of the United States. I hope I become one of the Beatles, or

The Who, or Led Zeppelin." And -- if people are involved in metrics and measurement, you can measure that over a period of time. What percentage of kids are beginning to change year by year, in terms of their views of themselves? To me, that would be a very important compensatory educational change -- where young people would carry around with them the idea that their being was fuller than prior, and had more opportunity.

MERROW: Mackler says when you do well in school, your self-concept is improved -- but that's very hard to measure. It's much easier to measure test scores -- but when you measure things like that, comp-ed doesn't always look so good.

BLAIR: Many studies show that compensatory education programs work well while students are in the programs -- but once they leave and go into a public school situation, disadvantaged students start falling behind their middle-class schoolmates.

MERROW: But Title One does more than teach math and reading. Often, it provides money for eyeglasses and dental check-ups and food, so the answer to "How effective are these programs?" depends on what you're looking for, and what you expect schools to do.

ANRIG: "If a youngster's hungry, and the youngster gets fed, that in itself is a worthwhile function -- and I don't think that one should try to say, "Well, has his reading gone up 3 points as a result of being fed?"

BLAIR: Massachusetts Commissioner of Education, Gregory Anrig.

MERROW: Anrig says feeding a hungry child is a success in itself -- but he is realistic about the necessity of evaluating the academic progress of comp-ed programs, and he doesn't believe it's possible to measure each and every school that receives comp-ed funds.

GREGORY ANRIG

ANRIG: We determine the polls for presidential elections by scientific sample, and I think that that's the best way to evaluate educational projects, as well, on a nationwide basis. It also reduces considerably the mass of paperwork, which has been required of local school districts by federal government for this kind of study. I find that we're reaching a point of diminishing returns; we're filling out so many forms, that we don't do them well, and the result is bad information is used to make judgments that cut across the board.

FREUDBERG: What have been the so-called non-educational by-products of Title One programs?

ANRIG: One is the fact that poor children in large school districts have become a higher priority because of Title One than they would have if there was no Title One. There's been a large amount of money, which is available to the school system only if they develop school programs for poor children, so therefore, they go after the money -- they've got to do what the money requires. I think that's been one of the major aims of Title One, and one of its major accomplishments. Secondly, I think it has changed the way school systems deal with the public, because it's a federal program; it has to be done in the open -- they have to involve parents in it; they have to develop a plan, and the result of that is that we have more planning going on in Title One programs than we have in most other educational programs in public schools. So, I think that's been the positive side of Title One. I think the other side is that people expected miracles from that. If you figure out the amount of money that comes down, it comes to $100, or at the most -- $200 per pupil. Now, that on top of an average-per-pupil expenditure in the country now is somewhere around, I would guess, $12 to $1400 dollars, $200 or $100 more isn't going to bring miracles. But it can help -- it

can help the youngster.

FREUDBERG: How do you get beyond the problem of programs being effective only for the period of time in which the pupils are enrolled in them? Is Title One sort of a temporary dose of Vitamin C that needs to be replenished, and is not?

ANRIG: Let's just take an example. The average school day is about 5 or 5½ hours long out of 24 hours in the day. An urban youngster, in particular -- as soon as that 5 or 5½ hours is over -- is exposed to a whole series of influences, many of which operate against what the school has been trying to accomplish in the Title One program. Even within the 5 hour day, the portion of the program which is Title One sponsored, and the intensive kind of extra help -- is usually a small portion of even the total school day. So you're saying at the end, "Well, maybe an hour's help will offset 23 hours of other influences on the youngster" -- and again, I think that's just unrealistic. The Title One evaluation that I saw, that I was very enthusiastic about, had to do with reading, and we found in, I think it was 21 projects across the country, that there were decidedly marked increases in the youngster's performance in reading over a period of time in certain schools -- and then they went in and found out, well, what's different about these schools -- because they're the same in every other criteria; they're the same as other schools; what was different? And the key difference was the attitude of the principal. The principal decided that reading was important and that they were gonna do better in that school. He or she fired up the faculty of that school, and the result was that the kids did better in spite of the environmental forces. I think the schools can do that, but they've got to set their mind to do it, and they've got to be deeply committed to those children to pull it off.

FREUDBERG: So the question, then, that Congress must ask itself in this next session is whether that attitude by principals can be purchased by Congressional allotment -- do you think so?

ANRIG: No, I don't. You can't buy attitudes -- good attitudes. In the long run, that has to be the professional motivation of the individual concerned. On the other hand, if you have a well-motivated person, having some dollars available at their discretion is helpful -- because it allows them to accomplish what they've set their minds to do.

BLAIR: Massachusetts Commissioner of Education, Gregory Anrig, talking with reporter David Freudberg of Station WGBH in Boston.

MERROW: Anrig believes that Title One is effective, and that the best way to test that is to study a small sample of schools -- big studies which attempt to study all schools are more paperwork than they're worth -- in his opinion.

BLAIR: Anrig also says he learns most by sending observers to projects. The U.S. Office of Education might like to do that, but it can't -- because its money for travel has been slashed drastically. In 1974, USOE had $250,000 for travel. This fiscal year, it has only $100,000.

MERROW: And that's to keep tabs on a $2 billion dollar program that has projects in about 14,000 school districts.

BLAIR: Anrig also mentioned that $200 extra a year per child doesn't do much good. Education research seems to indicate that at least $375 per child is required. But that means that there's not enough Title One money to go around, so most states concentrate the money on less than half the students who are eligible for comp-ed. The law doesn't require concentration, but research, tradition and some federal pressure make it happen.

MERROW: Another problem with measuring the effectiveness of Title One programs is insuring that schools spend the money wisely. That's why Congress modified the Elementary and Secondary Education Act to insure that parents participate in the planning for the use of federal money for comp-ed. There are others interested in measuring the effectiveness of Title One. The Poverty Lobby in Washington, for example. One such group -- the Children's Defense Fund -- says that if comp-ed is not effective, it's probably because it was never funded at a high enough level. They think Title One is successful -- but 2 Children's Defense Fund members -- Paul Smith and Rochelle Beck -- also feel that there's too much emphasis on administration of programs, and too little on individual children.

PAUL SMITH & ROCHELLE BECK

SMITH: Just last year, the Stanford Research Insititute did the first massive study of Title One reading score progress for elementary school students in 30 states -- a total of more than 6 million children were studied. In that study, they found that Title One had restored normal educational progress for those children; that is, they were gaining a little over one month in reading level for each month they were in the Title One program. That doesn't mean that the problem is solved. Those were children who were disadvantaged to begin with -- and the reading progress stopped during the summer when the reading programs of Title One stopped.

FREUDBERG: Well, I spoke earlier with Greg Anrig, the Commissioner of Education in Massachusetts, who adopts the position that you're criticizing -- and it was his suggestion that rather than burden all of the school districts who use Title One money with these massive evaluations, the federal government scientifically itself investigate certain sample districts, and that that would be the most efficient basis for evaluation. Do you agree?

BECK: No. The problem with that is if you wanted to evaluate whether Title One was working, that might not be a bad idea. However, if you wanted to evaluate how each child was doing, which is -- if you were a parent, you would want to know how your child was doing; not how Title One was doing. A sample of the population would not tell you that. And, the other thing is that it's interesting that the federal government should have the responsibility for paying for record keeping on how each child is doing in school. You would think that a good principal would want to know how every child in his school is doing, and that he needs to keep records on that progress -- for his own administration. A teacher has to know how every child in her class is doing.

MERROW: Rochelle Beck and Paul Smith of the Children's Defense Fund, talking with reporter David Freudberg of Station WGBH in Boston.

BLAIR: Educators aren't the only people interested in the progress of compensatory education. Politicians are interested, too. Next year, the Elementary and Secondary Education Act and Title One come up for re-authorization. A central figure in that debate will be Republican Congressman Al Quie, of Minnesota. Quie is the ranking minority member of the House Education and Labor Committee -- and although he's a long-time friend of education, he's not crazy about the Elementary and Secondary Education Act of 1965.

MERROW: I asked Quie if he thought Title One had been successful.

AL QUIE

QUIE: When ESEA was first enacted, people really didn't know what an educationally disadvantaged child was, because we didn't define it in the legislation, so evidently, the Congress didn't know about it -- and evidently, the administration didn't know about it -- the Johnson

Administration -- because they didn't write it into the legislation, because that was one that came up from the White House -- and also, many of the educators -- the school systems -- thought it was just another name for General Aid to Education that they were looking for all the time, anyway, and that's the way it was used by many of them at first. But over that 5 years, they learned a great deal, and I would say now, in the 1970's, that that has been quite effective, and also, I'd say, as they moved towards the younger students and putting the emphasis on the basics instead of -- some experiences, I think, were hardly worthwhile in those first 5 years.

MERROW: We'll hear more from Congressman Al Quie later in the program. But let's underline some of what he said. First of all, he believes that comp-ed should help teach the basics -- reading and math. He doesn't go along with the money being spent for food or for health care for poor children. When the money's spent on nutrition, it's hard to measure the effect.

BLAIR: The people responsible for measuring the success or failure of Title One are in the National Institute of Education. John talked with NIE Director Harold Hodgkinson.

MERROW: Is it possible to measure the results of ESEA, and say, "Yes -- this investment has been worth it." -- or "No, this investment has not been worth it."

HAROLD HODGKINSON

HODGKINSON: Absolutely not. If you look at the diversity of services the districts provide under Title One, it'll give you some idea why it's not possible. Sixty-nine percent of the districts offered remedial reading, 19% offered psychological services -- some communities used the money to buy clothing, and some use it for health and nutrition purposes. Others don't put any money in that area at all. So, you have to judge the success of a clothing effort, compared to a psychological services effort in some other community, and that's like comparing apples and oranges. Title One gets into all of the questions about diversity and pluralism in American education, and it's always been difficult to make a federal judgment on what is a de-centralized and locally controlled school system.

MERROW: A final question. Has Title One had unanticipated consequences?

HODGKINSON: I think that's the most fascinating thing about Title One. It created a great deal of public visibility about a problem. It raised the enormous difficulty of whether you can compensate for differences in social class and birth by money.

BLAIR: Harold Hodgkinson of the National Institute of Education told us that NIE's study of Title One's impact will come out this spring.

MERROW: The questions that he raised are important. Can we really expect money in schools to compensate for socio-economic class differences? Is that really the school's job? And we'll return to these questions later in the program.

"Poor children in large school districts have become a higher priority because of Title One."

"If we manufactured shoes the way we educate children, we'd find out what the average sized foot was, and then build all the shoes that size. Figure that's about what our education system does -- fits about 10% of the kids."

"If a kid was hungry, he damn well wasn't gonna pay much attention to a morning class."

"And I don't think that one should try to say, "well, has his reading score gone up 3 points as a result of being fed." If the youngster was hungry, simply the fact that he was fed is important in & of itself."

"It doesn't change housing, it doesn't change economics, it doesn't change employment. It does give some people hope of the next generation -- that's a long way to wait."

BLAIR: All this discussion has been academic and abstract. What exactly did Title One programs do? What do they sound like? We asked 2 NPR reporters at local stations to report on some compensatory education programs in their communities. First, Bill Blackton reports from Watts, the district of Los Angeles that was burned out in the riots of the sixties.

STEVIE WONDER: "Would you like to go with me
Down my dead-end street?
Would you like to come with me
To Village Ghetto Land?

See the people lock their doors
While robbers laugh and steal ...
Beggars watch and eat their meals
From garbage cans ..."

("Village Ghetto Land" sung by Stevie Wonder
ALBUM: SONGS FROM THE KEY OF LIFE)

BILL BLACKTON

BLACKTON: These kids from the Children's Collective in Watts are running a race they call "pegleg". It's not an ordinary foot race. There's a gimmick. Kids are paired off and have one leg tied to each other, but they have to cooperate to win. Cooperation and discipline -- that's what's emphasized in all the games played here. It's aimed at developing pride in yourself, and respect for your neighbor. These kids are playing on the lawn of a black-supported housing development, where the Children's Collective is headquartered. It's not far from the scene of the Watts riots. The continuing violence and frustration which follwed the riots led researcher Jackie Kimbro to develop a new form of compensatory pre-school she calls "The Collective Socialization Model". The director of the Children's Collective, Sandra Barge, told me,back then in 1971, existing programs were too individualistic.

SANDRA BARGE

BARGE: There was no focus on the importance of group activities, and working together in the pre-school setting.

BLACKTON: One exercise which teaches social responsibility, simply shows pictures on cards.

BARGE: One set of cards shows an older lady, walking down a sidewalk with her groceries in one arm and her cleaning in the other -- 2 children on a teetertotter playing, and the old lady falls or stumbles, and drops her things, and the next set of cards show the children getting off to help her pick up her things, and to carry them -- help her carry them hom

BLACKTON: Homemade ice-cream can be a learning experience, too.

BARGE: It takes 2 or 3 children -- maybe 2 children holding the freezer, 1 adding the ice, adding the salt, and the other turning the crank -- and

that is what some of our other activities have built in -- reinforcement or reward, that being the ice-cream.

BLACKTON: About 120 pre-school kids up to the age 5 are enrolled at the 3 Children's Collective locations. A parent of one of the kids, Linda Brown, says she likes the program because it carries on what she tries to teach her son at home.

LINDA BROWN

BROWN: He's learning how to share with kids. I work, like, from 8 to 5 -- and I bring him here about 7:30, and I pick him up about 5:15 -- in the time it takes me from work to here, and sometimes he doesn't want me -- like today, he doesn't want me to pick him up too early because he miss, like, different things that he goes to -- little games, and sometime they go to the park, and he always wants to stay here as long as he can.

BLACKTON: According to studies, kids who've been at the Children's Collective show more cooperative behavior than other kids. One test is a game where kids have to cooperate with each other to win marbles for themsevles. According to Director Sandra Barge, children in the program are more likely to trade off marbles, and have fewer no-win games. Kids who have left the Children's Collective for public schools are being followed now, to see if they continue to act the same way. They haven't yet studied whether their method improves academic achievement, as well as collective behavior.

BARGE: We do not believe that our emphasis on collectivism will any way cut down on individual achievement, in no way. We're not just about survival; we're about improvement, about betterment, about making our community work for ourselves.

BLACKTON: Director Sandra Barge says the Children's Collective program was developed with the black child in mind -- but she thinks it can be adapted for any minority group. The children in this classroom appear to be friendly, cooperative and bright. But only time will tell whether those qualities will last. For National Public Radio, I am Bill Blackton with the Children's Collective in Watts.

MERROW: The Children's Collective in Watts is not funded by Title One of the Elementary and Secondary Education Act. It's funded by the state of California, and was created with black children in mind.

BLAIR: It's probably worth noting that the majority of children served by Title One are white -- not black. There are, however, proportionately more blacks and other minorities in Title One, which helps explain why many people think of it as a program for minorities.

MERROW: It's probably most accurate to think of it as a program for poor children -- but here, again, qualification is needed. The federal government gives Title One money to school districts, based on the number of poor children in that district.

BLAIR: But the local school must spend Title One money on children who don't do well in their studies, however rich or poor they may be.

MERROW: Here's another report on a comp-ed program -- this one in Dallas, Texas. Lloyd Gite reports.

LLOYD GITE

GITE: Lily Brown is a 6th grade student at Annie Blanton Elementary School in Dallas. Blanton Elementary is one of 86 schools in the city that receive Title One funding. Lily is enrolled in the "Success Through

Strings" program, which is geared towards helping educationally deprived kids. The Strings program director, Jane Aden, says the Title One program helps the kids develop many skills.

JANE ADEN

ADEN: The children not only develop performance skills in the area of music, but they develop broad-base skills that are applicable in other areas, as well.

GITE: The Dallas Title One program serves 38,000 public school kids in grades kindergarden through six. In its 1975 annual report to the President of the United States and the Congress, the National Advisory Council on the Education of Disadvantaged Children ranked the Dallas Title One program at the top of the list for successful programs over the entire nation. Out of the 13,900 school districts, which have Title One programs, the National Advisory Council selected only 8 as exemplary models. The Dallas Independent School District has three of those 8 projects. Those include the district's reading program, bi-lingual education and the "Learning Through Piano" program. Roger Barton, the Associate Superintendent of the Dallas school district, thinks the program is doing a good job for disadvantaged kids.

ROGER BARTON

BARTON: The children's achievement in reading -- at least up to grade 3 -- has been substantially improved in the last 5 years, to the point where a good percent of the students are achieving close to the expectations for children in all grades.

CHILD: "I will play with you ..."

GITE: Charles is 5 years old, and he's in one of the nationally acclaimed Title One kindergarden reading programs. His teacher, Shirley Cheriko, explained some of the techniques used in the Title One funded reading program.

SHIRLEY CHERIKO

CHERIKO: We start teaching the alphabet as sight letters, and without the sounds, and then we start with 3 sight words -- I, will, and go. It's successful because they have learned the sight words, and they -- after they learn I, will and go, they read a book, and they get to a feeling of achievement -- they can read.

GITE: The district sponsors parent-teacher workshops where the teachers teach the parents how to teach their children when they are away from school. The parents are taught reading and math skills, so they can give the kids assistance with their homework. Parents also helped develop Title One programs, along with school officials. Mrs. Mattie Bowens is an area chairperson for the Central Parent Advisory Council for the Title One program. She has 11 kids, and many of them are enrolled in Title One schools. Mrs. Bowens donates quite a bit of her time doing volunteer work for the Title One program.

MRS. MATTIE BOWENS

BOWENS: I think it serves a high, excellent importance because, number one, you know that the parents is the first teacher. It puts the home, school, church and community all in one.

GITE: Several of the programs in the Dallas schools are funded with Title One monies. Some of those programs deal with science, multi-cultural social studies and math.

BLAIR: That report from Lloyd Gite of Station KERA in Dallas.

STEVIE WONDER: "Now some folks say that we should be
Glad for what we have ...
Tell me -- would you be happy
in the Village Ghetto Land?"

("Village Ghetto Land" sung by Stevie Wonder
ALBUM: SONGS FROM THE KEY OF LIFE)

MERROW: The early history of compensatory education was not particularly bright. School systems didn't know what to do with the money, or even how to work with poor children.

BLAIR: In the early days, many communities tended to look on Title One money as free; a license to do things they otherwise couldn't afford -- like build a swimming pool, or cut taxes, and let the Title One money make up the difference.

RUBY MARTIN

MARTIN: Some of the other, kind of grosser reasons, were, you know, to build high fences around black schools that were converted to desegregated use. A number of school districts in the south used the money to do things for black youngsters, as long as they stayed in an all-black school, but when they went to a white school, they lost whatever those benefits were -- whether that would be a school lunch, or eyeglasses or shoes, or what have you.

MERROW: Misuses like the ones she described have been stopped.

BLAIR: Thanks in large part to a report co-authored by Ruby Martin. When she wrote her report, she worked for the Washington Research Project. Now, she works on Capitol Hill, and her attitude towards inner city schools has changed.

MARTIN: What we see are urban school districts that are actually strapped for money, just trying to keep afloat -- and really, when you think about it, John, if you have a school where the pupil-teacher ratio is 40 kids or 45 kids to 1 teacher, I mean, does it really make any difference if you have a reading specialist when your regular teacher has 40 or 45 youngsters that she has to deal with? So, to the extent that Title One in the urban areas is being used by many school superintendents, and they will admit it, they would admit it openly -- that they are using it as general aid -- that they are using it to meet their ongoing expenses -- and they're not using it as supplemental special aid for youngsters who are educationally deprived, simply because from their points of view, it doesn't make sense -- it doesn't help anybody.

MERROW: You're saying that the urban school superintendents are openly breaking a law -- breaking Title One regulations -- and you're blaming it on the rigidity.

MARTIN: I guess in my old age, I say that there's breaking the law; there's breaking the law; there are felonies and there are misdemeanors. I hate to see these school superintendents in the bind that they're in; I think that I'm realistic enough to accept the proposition of block grants; I'm realistic enough to accept the proposition of general aid; I think, legislatively, that's the only thing you're gonna get -- and I think in the urban areas, that's what's needed. And as I said before, I think that there are ways to put strings on it, if you will, for lack of a better description -- which will assure that the people we are concerned about -- the educationally deprived -- will benefit from these funds. I think you can also put the kind of strings on it that it won't all go for teacher salaries. Title One was based on a theory that in every community, you will have small pockets of poor families, and small pockets of poor youngsters. Well, what you have now is -- the pocket has

become like the whole suit -- where the majority of the school children are poor, educationally disadvantaged. You know, there was a woman in Mississippi who told me once about 8 years ago, she said, "At some point, Mrs. Martin, some big research outfit's gonna get a half a million dollars, and the results of their research effort is that Title One isn't helping anybody." And, you know, she may be right -- she says it's all a big conspiracy. Again - maybe we're all a little paranoid. But I think ... I am now prepared to deal with urban school superintendents, because many of them are black, many of them are committed to urban youngsters; they are not, quote, "villains" that we knew back in the old days -- they are now us -- and we must deal with them as friends -- people who are concerned, people who are on the firing line -- have to deal with the teachers union, have to deal with all the things that are inherent in being an urban school superintendent, and I'm listening to them, I respect them -- and I know that they're like anybody else; they're gonna overstate their case, but all you have to do is look at a number of schools where the pupil-teacher ratio is 40, 50, 60, and you really wonder how much one reading specialist is gonna affect -- what kind of impact she's gonna have on those youngsters. Perhaps you ought to be using her to reduce the pupil-teacher ratio to 1 to 20.

MERROW: Mrs. Ruby Martin of the House District Committee in Washington.

BLAIR: Ruby Martin hopes that the Elementary and Secondary Education Act and Title One will be changed dramatically into some form of general aid to help city schools.

MERROW: Her reasoning is that 10 years ago, pockets of minority students existed in public schools. Now, white flight from inner cities means that in many places, the majority of public school students are from disadvantaged backgrounds.

BLAIR: Martin also calls for a strong maintenance-of-effort clause, so that cities in school districts, which already tax the public heavily to support schools, will be rewarded for their efforts with more federal money.

MERROW: To understand the opposition to general aid to education from the federal government, it might be useful to go back to 1965, when the Elementary and Secondary Education Act was written.

BLAIR: In those days, federal aid to education was a bugaboo. Many people thought it unconstitutional. A lot of people feared that the government would soon control school curriculum. In the 11 years since the act, only about half the children eligible to receive Title One money have been served. Next year, the bill comes up for reauthorization. Some people will be pushing for general aid to education, especially inner-city schools; others will push for more aid to rural schools -- and some will say that we should allocate the money on the basis of test scores -- not income.

MERROW: Congressman Al Quie, ranking Republican on the House Education and Labor Committee, is one who believes the money should be allocated by test scores. He also believes that inner-city schools have brought problems on themselves.

AL QUIE

QUIE: Well, I'd say they made some pretty serious mistakes in the past. They got themselves in this plight. One of them is that whole feeling this country has got, that "bigger is better", and they have huge schools -- and there's just no way that you can have the discipline, and the kind of attention -- individualized instruction that is needed. Also,

the metropolitan over-burden is so great, it's hard to raise money, even though even now, most all cities have a greater ability to fund their public needs than other political subdivisions have. Now, usually, cities are compared to the wealthiest suburb. When we take all of the suburbs, you take the rural area, and then the cities still have a higher parity of ability to fund than anybody else does in their education.

MERROW: People listening to this may think, "Uh oh, Al Quie is going to redistribute the money again, and push to get more money out in rural areas the way he did in '73 and '74."

QUIE: Well, I think we did right in '73 and '74 because I think the rural areas, or the suburbs, were being short-circuited in the way the formula was written. But we'd get away from that if we went to using a formula based on educational achievement - because if in effect, the cities have lower achievers, they would then secure more of the money to be distributed there, and this is what I would like to base it on.

MERROW: You intend to push for that in the reauthorization that's coming up.

QUIE: Well, I intend to. Now, there are 13 school districts where the NIE is studying an alternative method of distributing the funds within the school district, and we'll see what results that study shows.

BLAIR: Minnesota Republican Congressman Al Quie. He mentioned the National Institute of Education study of Title One. NIE Director, Harold Hodgkinson, told us that their study is looking at different ways of distributing Title One money.

HAROLD HODGKINSON

HODGKINSON: One of the vital questions involved in Title One is whether Title One money should be given according to poverty criteria, or whether they should be given according to low achievement scores. Now, you can argue that if a district has low achievement scores, they're just not doing a very good job, and why should you give them money. On the other hand, the poverty criteria has a lot of difficulties, because within a district, you can have a lot of very wealthy kids and a lot of very poor kids, and there's no way to make sure that if district by district, those monies can be allocated successfully.

MERROW: Ok, let me put forth a hypothesis. Congressman Quie wants to change Title One, and have the money be allocated not on the basis of poor children, but children who are doing poorly -- those kids with the low test scores. There are other groups who say, "No, let's not deviate from an historical purpose of ESEA -- let us distribute money to poor children, to help them." My hypothesis. Both of those groups will take the NIE report, no matter how complete and thorough it is, and they will take out of it that which supports their position, and use that to bolster their position, which they had arrived at before they had even seen the report.

HODGKINSON: I think it would be pretty difficult to argue that the report will be equally useful to both your camps. I'm not sure, and I'm not at liberty to say now which way the data will go - but it's highly unlikely that it would be equally supportable.

MERROW: You won't tell us which group will be smiling, and which group will be sad?

HODGKINSON: I will in a couple of months.

BLAIR: Dr. Harold Hodgkinson, Director of the National Institute of Education, which is now studying the effectiveness of Title One. The

results will be out in the spring. The preliminary report indicates that local districts will spend the money on as many children as possible, if Congress lets them.

MERROW: I asked Greg Humphrey, the Legislative Director of the American Federation of Teachers, how they felt about Title One money being distributed on the basis of test scores.

GREG HUMPHREY

HUMPHREY: A very easy answer came to it. When it was first floated in a speech by Congressman Quie, well before the committee got into a serious mark-up phase, he gave the speech -- I got a copy of it -- read it, and I talked to a few teachers who are engaged in Title One programs who are AFT members, and they said, "Well, that's quite simple. In the past, the emphasis was that we had to teach to the test in order to succeed and look good, and now you're saying that all we would have to do is teach away from the tests, so that we would get more money by not doing so well." And that fact exists -- that using these types of standards for passing out money are easily manipulatable; it's easy manipulated by a local and state education agency.

MERROW: You aren't seriously indicating that teachers would teach their children to do poorly on tests.

HUMPHREY: No, no ... all I'm saying is that in many cases when other -- we consider this basically a gimmick -- but in many cases, other "gimmicks" like this were tried; for example, in the private sector, they tried something called "performance contracting", and they were found teaching to the test, that all of the instructional enphasis was placed by that -- because, of course, they were gonna be paid on the basis of how much they achieved, and so, they taught to the test, and sure enough -- they showed test results, but in fact, the children were not receiving any better education, and -- obviously, no one in the Congress is gonna sit there and draw up a test. They would rather do 7,000 other things, and probably would be better trying to do 7,000 other things than to sit there and draw up a nationwide test on - the results of which would determine where federal money goes. Clearly, that's not in the cards. Mr. Quie knows that.

MERROW: On the other hand, if they did go to test scores -- if the Quie proposal succeeds in getting through, it's likely that the cities would get more money, not less, and -- after all, that's where the AFT's strength is.

HUMPHREY: Well, I have seen some studies on this question, and they tend to show the opposite - and that is that money would be moving away from the cities towards suburban areas, because suburban areas, for example -- right now -- have a problem in getting Title One funds, and that is that they tend not to have the economic disadvantage factors -- either AFDC, or large numbers of families living in poverty that would qualify them for funds. However, every community has numbers of poor achievers in school.

MERROW: Greg Humphrey, Director of Legislation for the American Federation of Teachers, in Washington.

BLAIR: Humphrey suggests that giving funds to those who score badly is a dis-incentive for teachers to do well, a response that isn't new. Throughout the debate runs the question of the tests themselves -- can we allocate money on test scores when we can't be sure of the validity of the tests? Michael Timpane, of the Rand Corporation, thinks most tests are too narrow.

MICHAEL TIMPANE

TIMPANE: We can't measure problem-solving skills, for example -- we can't measure writing skills, we can't measure communicating skills; so there are quite a few -- without getting into frills, if you will -- there are quite a few very, very basic skills that we don't know how to measure very well -- that's the first point. The second point is how much do you expect it to achieve? How much do you expect it to improve? We don't have the answer to that question at all. And especially not in the context of massive testing. The third problem is, assuming you've got past the first, which I sincerely doubt you will -- is what would one do if achievement scores did change? If a school's educational achievement went up, what would you do? Would you take money away? Or would you add money? I mean ... would you penalize them or reward them for their educational achievement level changing? Whichever way you do it, you're in the soup.

BLAIR: Michael Timpane, educational researcher at the Rand Corporation in Washington.

MERROW: Everyone is trying to figure out how to change the Elementary and Secondary Education Act for the better. There's really not much question that it will be reauthorized when it comes up next year. The question is -- for how much, and with what requirements?

BLAIR: One proposal for change is to make it a general aid bill. This means, give a block of money to states and localities -- with direction that they spend it the way they think best; to help the educationally disadvantaged. They say this would help cut down on the fights for money between different categories in education, like gifted, or handicapped or disadvantaged. With block grants, the argument goes, schools would spend whatever it takes to bring children up to their individual potential, and this would cut down on the federal bureaucracy. Right now, each education category, such as handicapped, is like a little fiefdom -- with all its employees fighting for their share of federal aid.

MERROW: But most of the veterans of the Civil Rights movement won't go along with block grants. They say some states can be trusted, and some can't. Another group vitally interested in the new Elementary and Secondary Education Act is the parents of children who benefit from Title One. Most of these parents would like to see their own role strengthened, and the laws governing compensatory education made more specific.

1st PARENT: "There's so many interpretations of the federal laws. You know, I read it one way, and get one interpretation -- my administrator reads it one way, and gets another interpretation, and the state people read it another way, and get another interpretation. I think it should be more defined, or in layman's terms, more or less -- you know?"

2nd PARENT: "I just wish that a lot of these people that really got involved would take only one thing in consideration; is the child that needs a good education, and some of us will get there, and then they go into the political thing, and they get lost in the ... it all comes down to the same thing. It's your child and my child."

3rd PARENT: "You know, they have a big catalog, and they call it the 'Bible of Title One' -- but you know, reading the book is one thing ... but understanding it is another -- and I think these workshops would, you know, help a lot."

4th PARENT: "Not enough money. Not enough money. That's the whole thing. You can't service the amount of kids

with the amount of money that we get. But you have to just do the best you can with what you get."

5th PARENT: "I would make it more mandatory that parents be involved, with certain stipulations, and either be stricter guidelines that they have to be adhered to -- not just on paper, but there has to be proof that these things are being followed."

BLAIR: Title One parents at a recent meeting of the National Coalition in New Orleans last month.

MERROW: The parents want their role strengthened -- and that may or may not happen. The real struggle will be over how the money in the Elementary and Secondary Education Act will be allocated. I asked Congressman Quie for predictions on what would happen under Carter-Mondale.

AL QUIE

QUIE: Well, nobody has any idea what he's going to do on it. I don't know to what extent he will then let Vice President-elect Mondale decide, but in the '73-'74 year, he was totally over on the side of the low-income man; the present formula -- and probably with the strongest voice in the Senate to prevent us from moving any further than we did with those 20 school districts to test out other devices. But, he's also an intelligent and reasonable person, and I don't think has to protect his political hide now, in the way that he did before. He's got the whole nation to represent now, instead of just the state of Minnesota. I do expect an increase in appropriations.

MERROW: So the big struggle, then, is going to be over formula, and perhaps over allocation -- how the money is divided.

QUIE: Yes -- I think it's going to be over the formula to the states, to the school districts, and meaning there, to what extent shall the state have a voice themselves in the state legislative body, as well, and then within the school district -- and then the amount of money. But also, I think there's a number of questions being raised by individuals who are wondering whether that $17 billion dollars was worthwhile, and as test scores continue to drop, and we have this huge expenditure for compensatory education to try and improve the test scores, there's gonna be some pretty tough questions asked about it.

BLAIR: Al Quie, Republican congressman from Minnesota. He predicts quite a hullabaloo over Title One.

MERROW: As we said, it's hard to find groups that will openly oppose ESEA and Title One. Even its detractors support it with modification, as they say -- and some of the modifications will undoubtedly be lulus!

BLAIR: One teacher union, the American Federation of Teachers, is already on record as supporting ESEA. It wants ESEA's formula restored to benefit cities. But the rival National Education Association -- the NEA -- seems to some observers, to be getting ready to modify ESEA into some kind of general aid bill.

MERROW: Right now, the NEA is holding hearings at 4 sites around the country. It has budgeted one million dollars for these hearings, and for studies of possible ways to get more federal money in to schools. It wants the federal government to pay one-third of the costs of public education. James Green, an NEA spokesman, told us that the NEA won't commit itself until studied the problem -- but it might favor consolidating ESEA and other federal programs into some general aid package. Don't be surprised if the National School Board's association

wants to consolidate ESEA -- and other education programs. NSBA told us that it wants Title One de-regulated; fewer strings, but more power for local schools.

BLAIR: The states will probably ask Congress to remove some strings, and let them mix state and federal comp-ed money. That's now forbidden.

MERROW: And you can count on the poverty lobby to oppose that mixing of funds, called co-mingling -- they think the states, some of them, would cut back on their own spending, and do some fancy book-keeping to cover up.

BLAIR: And what about Jimmy Carter? The best we could get from his transition team was "no comment".

MERROW: The transition team told us that it's working on option papers for him -- but they're not taking sides yet. Most people feel sure that Carter will increase money for education. Dr. Samuel Halperin was in the last Democratic administration, and helped fight for the Elementary and Secondary Education Act when it was seen as an occasion for renewing society's commit ment to reducing poverty.

DR. SAMUEL HALPERIN

HALPERIN: Well, there are many social historians, and/or cynics, who say that there is kind of an iron law in -- particularly in a democratic society -- which says, "to those who have, more shall be given" --that there is a tendency to take away from the special earmarking for the poor, the disadvantaged, the handicapped, the non-english speaking, etc., those special funds which they need in order to compete and take their rightful place in society. Yes, we know that tendency is there, and I think it's going to be quite a struggle. There are still lots of differences between the permissable uses of Title One, and a truly General Aid bill. If we want to reach the kids who need help the most -- and if we don't want to reopen the church wars, the holy wars of yesteryear, it seems to me we've got to keep on with our target, which is to focus resources. At the same time, we need more resources; otherwise, we're going to have a situation where some poor kids get served and other poor kids do not. It's a very arbitrary and unfair line, and this causes great dissatisfaction in a democracy.

ENSOR: Let me see if I can summarize what you think about Title One. You think that any efforts to make it into a General Aid program should be discouraged; you think that it has done much of what it is supposed to be doing -- but not nearly what it could be doing if it was funded at the levels that were suggested it should be when it was created; in other words, you'd like to see the funding doubled -- something along those lines -- and you see it as one of the main educational priorities for the next 4 years.

HALPERIN: Yes, David, and I think it is one of the most appropriate ways for the federal government to contribute to the improvement of the educational system. There are some things the federal government ought not to be doing, in my judgment -- trying to, for example, influence the specific curriculum of the classroom, or specific teacher practices in the classroom. But the Title One rubric -- broad, general, putting a premium on individual initiative in the local school districts, has, I think, begun to work pretty well.

BLAIR: Dr. Samuel Halperin, talking with reporter David Ensor.

MERROW: Charles Lee is another veteran observer. He was on the Hill in 1965 as an aide to former Senator Wayne Morse of Oregon. Lee believes Congress will reauthorize the Elementary and Secondary Education Act,

just because it's always reluctant to disturb something it puts in place.

CHARLES LEE

LEE: Generally, historically -- the pattern has been that a program starts, as land grant colleges did right after the Civil War - and reaches a point where to the effect it is frozen, but then new forms are built on top of it. If you look back at the history of the Depression days, that was essentially Roosevelt's forumla -- of government intervention -- he didn't disturb any of the existing agencies -- he built counterpart agencies, assigned them the new functions, and both agencies proceeded to do the things they could do best. Perhaps the same thing is true in education legislation -- that rather than destroying that which you have, you keep it -- and then you superimpose upon it a new funding source to accomplish your new objectives. And furthermore, this also meets the practical political problem of every administration, of getting its own name on some legislation that will live in history.

MERROW: Let me put forth a hypothesis. Conditions generally, in schools around the country -- fiscal conditions are so desperate that no matter how strong our commitment to anti-poverty legislation, there will be a more powerful force --and that is, school people and government people in the states and local towns coming in and saying, "Don't focus so much on poverty -- we need general aid; we are dying out here."

LEE: Actually, I think that's an oversimplification, because when I look back on it -- when we fell and did not get through the House in '63, the General Federal Aid Bill, I can recall the conference in which it was said, "We'll nail the General Aid flag to the mast, and fight for it as a long-range goal -- but in the mean time, we'll pick up as much money as we can, and as many categorical programs as we can, and get as much money as possible into this enterprise - because it's so important in the long run -- and by the many streams the mighty river maketh, ultimately, we'll get to the point where we'll be willing to have a substantial portion of the federal budget involved in the education of the citizen, just as a substantial portion of local educational budgets are invested in the education of their kids."

BLAIR: Charles Lee, former Senate aide -- now director of the Committee for Full Funding of Education, a Washington lobby.

MERROW: You might feel a little overwhelmed by all the differing opinions, but this will be an interesting struggle -- and an important one, because the Elementary and Secondary Education Act is far and away the biggest federal aid to education program for the public school. This concludes the second in a three-part series on compensatory education. Reporter Tom Steward has just returned from a migrant camp in Florida. Next week, we'll hear a special documentary on the problems of education for migrant children. We hope you'll join us.

BLAIR: Reports for this program came from Lloyd Gite, Station KERA, Dallas, Texas ; David Freudberg, Station WGBH, Boston; Tom Burger, Station WVPB, Beckley, West Virginia; and Bill Blackton in Los Angeles.

MERROW: The music, of course, is by Stevie Wonder.

BLAIR: Our next project on OPTIONS IN EDUCATION is a special look at teaching in America, and we want you to get involved. We'd like to know about the teacher you loved or hated the most. So, write us about yourself --and that particular teacher. Then, we'll try to find the teacher, and see if he or she remembers you.

MERROW: Here's our address. National Public Radio -- Education. Washington, D.C. 20036. This special series on compensatory education

is being made possible in part by a grant from the Project on Compensatory Education of the Institute for Education and Leadership. A limited number of transcripts of the three-part series is available free of charge. The 3 cassettes cost $10.00.

STEVIE WONDER: "Looking back on when I
Was a little nappy headed boy
Then my only worry
Was for Christmas -- what would be my toy?
Even though we sometimes
Would not get a thing
We were happy with the
Joy the day would bring ...

Sneaking out the back door
To hang out with those hoodlum friends of mine
Smokin' cigarettes and writing something
nasty on the wall (you nasty boy)
Teacher sends you to the principal's office
down the hall ...
You grow up and learn that kind of thing ain't
right ...
But while you were doin' it --
It sure felt outta sight ...

I wish those days could come back once more
Why did those days ever have to go?
I wish those days could come back once more ...
Why did those days ever have to go?"

(" I Wish", sung by Stevie Wonder
ALBUM: SONGS FROM THE KEY OF LIFE)

BLAIR: Don't forget. We want to know whether you were the teacher's pet or pest or patsy, or Peck's bad boy. The address again -- National Public Radio -- Education, Washington, D.C. 20036.

MERROW: OPTIONS IN EDUCATION is a co-production of National Public Radio, and the Institute for Educational Leadership of the George Washington University. Principal support is provided by the National Institute of Education. Other funds are provided by the Corporation for Public Broadcasting.

BLAIR: This series is produced by Jo Ellyn Rackleff. The assistant producer is David Selvin. Technical assistance by Robert Nock, and production assistance by Joan Friedenberg. The executive producer is John Merrow. I'm Wendy Blair.

MERROW: This is NPR ... National Public Radio.